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# Illinois Emergency Operations Plan (IEOP) – Annex 2 - Continuity of Operations Dated October 2021

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# **Record of Changes**

When changes are made to this document the following procedures will be followed:

- 1. Changes will be issued by the Illinois Emergency Management Agency (IEMA) and transmitted to agencies, personnel, and other designees specified by the IEMA Director or their designee.
- 2. When a change is made, an entry will be made in the following log.

CHANGE NUMBER	DATE ENTERED	PAGES OR SECTIONS CHANGED	ENTERED BY
1	October 2021	Added Table of Contents and Acronyms and Definitions Section and made document accessible for individuals requiring assistive technology. Restructured sections consistent with CPG 101, Version 3."	Glenn Smith

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# Annex 2 - Continuity of Operations

Primary Agency: Illinois Emergency Management Agency (IEMA)

Support Agencies: None

Support

Organizations: None

All Agencies: General Requirements for State Agencies, Boards and

Commissions

Federal

Coordinating

Agency: None

- I. Introduction and Overview
  - A. Incorporation
    - 1. This appendix is vertically integrated with the Illinois Emergency Operations Plan (IEOP) *Base Plan* and, when necessary, references rather than repeats material in them.
  - B. Promulgation Statement
    - 1. See the IEOP Base Plan: Introduction and Overview.
  - C. Revision, Approval and Implementation
    - 1. Outlined in the IEOP Base Plan: Introduction and Overview.
  - D. Supersession
    - 1. This annex supersedes the version published in 2019. The 2019 version is hereby rescinded.
  - E. Distribution
    - 1. Outlined in the IEOP Base Plan: Introduction and Overview.
- II. Purpose, Scope, Policy, Situation Overview and Planning Assumptions
  - A. Purpose

1. Provide strategic and operational guidance for State Emergency Operations Center (SEOC) support of state agency Continuity of Operations (COOP) Planning.

# B. Scope

- 1. SEOC support for individual agency continuity of operations activities is addressed through the Illinois Emergency Operations Plan (IEOP) and supportive documentation.
- 2. SEOC supported operations are scalable and modular based on the scope and magnitude of event, and ability of an agency to reestablish identified critical processes, reconstitute and or devolve.
- 3. State utilization of resources in support of individual agency continuity of operations activities is designed to augment existing efforts.
- 4. This annex addresses support for the restoration of critical processes, reconstitution, and devolution.
- 5. For the purposes of the state, the following definitions will apply to COOP:
  - a) Critical Processes Functions, services, applications and/or mission essential roles and responsibilities that must be continued with little or no interruption.
  - b) Reconstitution Resumption of full, normal operations with a return to the primary facility or designated alternate facilities.
  - c) Devolution The transfer of statutory authority and responsibility to other agencies, staff and/or facilities for the continuation of critical processes.
- 6. This annex does not address financial and administrative processes for individual agency COOP operations.
- 7. This annex does not address the programmatic functions and authorities of individual agencies.
- 8. This annex applies to state agencies, boards and commissions having a primary role or responsibility in response and short, intermediate and long-term recovery.

## C. Policy

- 1. Implementation of this annex will not supersede any individual agency's administrative protocols or policies concerning COOP.
- Procedures for utilization, control and use of resources in support of COOP will incorporate and/or consider operational priorities that include, but are not limited to:
  - a) Protection of life;
  - b) Public health and safety;
  - c) Property protection;
  - d) Environmental protection
  - e) Restoration of essential utilities;
  - f) Restoration of essential program functions, and
  - g) Coordination as appropriate.
- 3. Agencies will provide disaster intelligence collected through individual agency COOP operations to the SEOC.
- 4. Agencies requesting SEOC support of COOP operations will provide strategies and priorities required for the continuation and restoration of critical processes, and agency reconstitution or devolution.
- 5. The SEOC will provide technical and logistical assistance in support of COOP operations as requested and approved.
- 6. State agency personnel will be trained to the assigned mission and be made aware of potential risks involved.
- 7. Agencies conducting COOP operations are responsible for training personnel in requirements and processes.
- 8. At the direction of the Governor or designee, state agencies may be tasked with providing agency personnel in support of COOP operations.
- 9. State agencies having a primary role or responsibility in response and short, intermediate and long-term recovery will develop and maintain a COOP.
- 10. State agencies having a primary role in response and recovery will notify the SEOC of the implementation of individual agency COOP plans and/or

the inability to preform missions directed through the IEOP.

#### D. Situation Overview

- 1. A disaster has or is expected to occur resulting in the inability of state agencies to continue normal operations due to impacts on staff, facilities, land or services.
- 2. Agency staff and executive officials are contacting the SEOC regarding assistance.
- 3. Agencies are engaged in COOP operations and require resourcesupport for continuation and restoration of critical processes.

# E. Planning Assumptions

- 1. Agencies will independently implement COOP.
- 2. COOP implementation will require determination of the availability of resources for staff augmentation.
- 3. Individual agency resources are insufficient for the coordination, management and resourcing of COOP.
- 4. SEOC assistance is required to continue and restore critical processes.
- 5. Impacts to individual agency operations are not fully identified.
- 6. Pre-identified alternate facilities and work locations are available.
- 7. Individual agency COOP plans are current and accurate.
- 8. Critical processes have been identified.
- 9. Delegations of authority have been established.
- 10. Lines of succession for senior leadership and critical processes havebeen established.
- 11. Vital record safety and preservation resources have been identified.
- 12. Key personnel required for COOP implementation are available.
- 13. COOP implementation and operations are not directly affected by secondary threats or hazards.
- 14. Individual agency COOP training and exercises have been conducted to

ensure personnel familiarity with plans and procedures.

15. Reconstitution and devolution plans have been developed.

## III. Concept of Operations

#### A. General

- 1. The SEOC will utilize processes established through the IEOP to support individual agency COOP operations.
- Personnel activated by the state in support of COOP operations will be coordinated and managed through the SEOC or individual agencies as designated.
- 3. Needs identified through COOP operations will be incorporated into the SEOC Common Operating Picture (COP) and situational reports.
- 4. The SEOC will evaluate and assess capability, continuation of services and immediate needs identified through individual agency COOP operations.

# B. Governor's Declarative Authority

1. The governor's declarative authority is outlined in the IEOP *Base Plan:* Concept of Operations, Governor's Declarative Authority.

#### C. IEOP Implementation

1. IEOP Implementation authority and decision-making is outlined in the IEOP Base Plan: Concept of Operations.

## D. Notification, Alert and Warning (NAW)

- 1. SEOC NAW of SEOC liaisons will be handled inaccordance with IEOP Appendix A-1, Notification, Alert and Warning
- 2. Primary and support agencies are responsible for internal and support partner NAW.
- 3. Agencies are responsible for internal NAW for COOP implementation.

#### E. Activation

 Based on the type and severity of the emergency situation, the IEMA COOP may be activated by the call of the Director or designated successor.

- 2. The SEOC Coordination and Management SOP will be used to determine staffing levels necessary for damage assessment coordination.
- 3. State agencies, boards and commissions are responsible for activation of their COOP plans based on the requirements within.
- F. Legal Questions and Issues Resolution
  - 1. Resolution of general legal questions and issues for the state are outlined in the IEOP Base Plan: Concept of Operations.
  - 2. Specific legal question and issues resolution for incidents affecting individuals with AFN are outlined in each of this annex's associated appendices listed in the Introduction and Overview above.
- G. Associated Plans
  - 1. IEOP Annex 33-Continuity of Government
- IV. Organization and Assignment of Responsibilities
  - A. Local Government
    - 1. Not applicable to this annex.
  - B. State Government
    - 1. Governor's Office
      - a) General responsibilities of the governor's office are outlined in the IEOP Base Plan: Organization and Assignment of Responsibilities, State Government, Governor's Office.
    - 2. State Agencies, Boards and Commissions
      - a) Illinois Emergency Management Agency (IEMA)
        - i) Coordinate collection, receipt, compilation and development of situational reports on damage impacts to services, facilities, sites and programs at the federal, state and local levels.
        - ii) Coordinate collection, receipt, compilation and development of situational reports based on disaster intelligence and informationreceived from state and federal agencies.

- iii) Collect, analyze, de-conflict and disseminate situational reports.
- iv) Prioritize and participate in COOP operations.
- v) Develop and maintain maps, visual aids and displays for COOP incoordination with:
  - Primary and support agencies;
  - Boards and commissions;
  - Voluntary and community-based organizations;
  - Private sector organizations;
  - Federal and external state agencies;
  - Local governments, and
  - Executive and senior leadership.
- vi) Provide just-in-time-training and/or site-specific training to personnel assigned responsibilities, missions and tasks in support of individual agency COOP operations.
- vii) Coordinate with federal agencies and representatives.
- viii) Determine the need to request federal disaster assistance.
- b) All Agencies, Boards and Commissions: General Requirements
  - i) Provide resources in support of requests approved by the SEOC.
  - ii) Identify impacts of internal and external COOP activations.
  - iii) Notify the SEOC of the implementation of COOP plans and/or theinability to preform missions directed through the IEOP.
  - iv) As directed by the SEOC, identify land and properties suitable foralternate facilities and work locations.
  - v) As directed by the SEOC, identify functions, services, applications and/or staff available to support the

continuation and restoration of external agency's critical processes.

- C. Military
  - 1. Not applicable to this annex.
- D. Federal Government
  - 1. Not applicable to this annex
- E. Private Sector
  - 1. Not applicable to this annex.
- F. Mutual Aid
  - 1. Not applicable to this annex.
- V. Direction, Control and Coordination
  - A. General
    - 1. State agencies and external organizations retain operational control of owner-controlled resources.
    - 2. The SEOC is the single point of coordination for state support of COOP.
  - B. Coordinating Elements
    - 1. Not applicable to this annex.
  - C. Federal Coordination
    - 1. The SEOC will coordinate inclusion of federal assets into state support of COOP.
    - 2. SEOC LNOs, state agencies, boards and commissions willcoordinate with federal counterparts in accordance with enabling authority.
- VI. Information Collection, Analysis and Dissemination
  - A. General information collection, analysis and dissemination requirements and procedures for the state are outlined in the IEOP *Base Plan: Information Collection, Analysis and Dissemination.*

B. Detailed information collection, analysis and dissemination requirements for the state are outlined under IEOP *Annex 28, Disaster Intelligence*.

#### VII. Communications Coordination

- 1. General communications coordination requirements for the state are outlined in the IEOP *Base Plan: Communications Coordination.*
- 2. Detailed communications coordination requirements for the state are outlined in IEOP *Annex 3, Communications*.

## VIII. Administration, Finance and Logistics

#### A. Administration and Finance

- 1. General administration and finance requirements for the state are outlined in IEOP *Base Plan: Administration, Finance and Logistics.*
- 2. Detailed administration and finance requirements for the state are outlined under IEOP *Annex 18, Financial and Administrative Management.*

#### B. Logistics

- 1. General logistics requirements for the state are outlined in the IEOP *Base Plan: Administration, Finance and Logistics.*
- 2. Detailed logistics requirements for the state are outlined under IEOP Annex 9, Resource Management and Appendix 9 X1-Distribution Plan.

# IX. Plan Development and Maintenance

A. Plan development and maintenance for this annex is outlined in the IEOP *Base*Plan: Plan Development and Maintenance.

#### X. Authorities and References

#### A. Authorities

- 1. Illinois Emergency Management Agency Act (20 ILCS 3305), as amended
- 2. 5 ILCS 275 Emergency Interim Executive Succession Act, as amended.
- 3. 5 ILCS 705 Successor Agency Act, as amended.
- 4. 5 ILCS 195 Emergency Seat of Government Act, as amended.

5. Individual Agency COOP Plans, most recent version.

#### B. References

- 1. Illinois Emergency Operations Plan, as amended.
- 2. Continuity Guidance Circular 1 (CGC 1), as amended.
- 3. Continuity Guidance Circular 2 (CGC 2), FEMA P789, as amended.
- 4. Continuity Assistance Tool (CAT), FEMA P788, as amended.

# XI. Acronyms and Definitions

#### A. Acronyms

BEOC Business Emergency Operations Center

C4 Command, Control, Communications and Coordination

CCIR Commanders Critical Information Requirements

CISA Cybersecurity and Infrastructure Security Agency

COG Continuity of Government

CONOPS Concept of Operations

COOP Continuity of Operations Plan

COP Common Operating Picture

EEI Essential Elements of Information

IAP Incident Action Plan

ICS Incident Command System

IDMS Illinois Disaster Management System

IEMA Act Illinois Emergency Management Agency Act

IEOP Illinois Emergency Operations Plan

IPAWS Integrated Public Alert and Warning System

ISPC Inter-Agency Strategic Planning Cell

JIC Joint Information Center

JIS Joint Information System

LNO Liaison Officer
LOE Lines of Effort

MOA Memorandum of Agreement

MOU Memorandum of Understanding

NAW Notification, Alert and Warning

NDRF National Disaster Recovery Framework

NIMS National Incident Management System

NRF National Response Framework

PIO Public Information Officer

PIRs Priority Information Requirements

RNA Rapid Needs Assessment

SEOC State Emergency Operations Center

SIREN State of Illinois Rapid Electronic Notification System

SITREP Situation Reports

SLB Senior Leadership Briefing

SOG Standard Operating Guidelines

SOP Standard Operating Procedures

STIC Statewide Terrorism and Intelligence Center

#### B. Definitions

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Community Lifeline:** A means of identifying, grouping, evaluating and reporting on the status of government and business functions that are essential to the health, safety and economic security of the community:

- Safety and Security
- Food, Water, Shelter
- Health and Medical
- Energy
- Communications
- Transportation
- Hazardous Material

**Continuity of Operations (COOP) Plan:** A plan within individual executive departments and agencies to help ensure that Primary Mission Essential Functions (PMEFs) continue to be performed during a wide range of emergencies, including localized acts of nature, accidents and technological or attack-related emergencies.

**Continuity:** The ability to provide uninterrupted services and support while maintaining organizational viability, before, during and after an incident that disrupts normal operations.

**Continuity Capability:** The ability of an organization to continue to perform its essential functions, using COOP and COG programs and continuity requirements that have been integrated into the organization's daily operations. The primary goal is preserving of our form of government under the U.S. Constitution and the continued performance of NEFs and organizational essential functions under all conditions.

**Continuity Coordinator:** The senior accountable official, designated by leadership or elected officials, who is responsible for oversight of the continuity program. Continuity coordinators are supported by a continuity manager and other continuity planners within subcomponent levels throughout the organization or government.

**Continuity of Government (COG):** A coordinated effort within the executive, legislative, or judicial branches to ensure that essential functions continue to be performed before, during, and after an emergency or threat. Continuity of government is intended to preserve the statutory and constitutional authority of elected officials at all levels of government across the United States.

**Continuity of Operations (COOP):** An effort within individual organizations to ensure that essential functions continue to be performed during the disruption of typical operations.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. Some examples of critical infrastructure include:

- Public water systems serving large population centers;
- Primary data storage and processing facilities, stock exchanges or major banking centers;
- Chemical facilities located in close proximity to large population centers.
- Major power generation facilities exceeding 2,000 MW and supporting the regional electric grid;
- Hydroelectric facilities and dams producing power in excess of 2,000 MW that could cause catastrophic loss of life if breached;
- Nuclear power plants, and

 Major underground gas, water, phone and electrical supplies affecting a large population.

**Delegation of Authority:** A statement that the agency executive delegating authority and assigning responsibility provides to the Incident Commander. The delegation of authority can include priorities, expectations, constraints, and other considerations or guidelines, as needed. Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

**Emergency Management Accreditation Program (EMAP):** An independent non-profit organization that fosters excellence and accountability in emergency management and homeland security programs by establishing credible standards applied in a peer review accreditation process.

**Emergency Management (EM):** The managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

Emergency Management Assistance Compact (EMAC): An interstate mutual aid agreement which all 50 States, the District of Columbia, Puerto Rico, Guam, the Commonwealth of the Northern Mariana Islands, and the U.S. Virgin Islands have passed. The Compact contains 13 articles establishing a mutual aid system with, among other elements, provisions for jurisdictions to share their resources with one another during emergencies, give and receive reimbursement for shared resources, and give and receive liability protection for their officers and employees rendering aid in another jurisdiction. EMAC is similar to IMAC, except that IMAC is focused on mutual aid within a state or territory, and EMAC is focused on mutual aid between states and territories.

**Emergency Operations Center (EOC):** The physical location where the coordination of information and resources to support incident management activities (on-scene operations) normally takes place. An EOC may be a temporary facility or located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction.

**Emergency Operations Plan (EOP):** A plan for responding to a variety of potential hazards.

**Emergency Support Function (ESF):** A grouping of governmental and certain private sector capabilities into an organizational structure to provide capabilities and services to manage domestic incidents.

**Essential Elements of Information (EEI):** Important and standard information items, which support timely and informed decisions.

**Essential Services:** Services necessary to a basic standard of living and the general welfare of society. Services may include any of the following: electricity services, gas services, water and sewerage services, etc.

Illinois Radio Emergency Assistance Channel (IREACH): A governmental interagency mutual aid channel.

**Incident Action Plan (IAP):** An oral or written plan containing the objectives established by the incident commander or unified command and addressing tactics and support activities for the planned operational period, generally 12 to 24 hours.

**Incident Command (IC):** The ICS organizational element responsible for overall management of the incident and consisting of the Incident Commander or Unified Command and any additional Command Staff activated.

**Incident Command System (ICS):** A standardized approach to the command, control and coordination of on-scene incident management, providing a common hierarchy within which personnel from multiple organizations can be effective. ICS combines procedures, personnel, facilities, equipment and communications in a common organizational structure to aid in the management of on-scene resources during incidents. It is used for all kinds of incidents and is applicable to small, as well as large and complex, incidents, including planned events.

**Incident Management Assistance Team (IMAT):** A team of ICS-qualified personnel configured according to ICS that deploys in support of affected jurisdictions and/or on-scene personnel.

**Incident Management Team (IMT):** A rostered group of ICS-qualified personnel consisting of an incident commander, command and general staff and personnel assigned to other key ICS positions.

**Interagency Agreement (IAA):** A written agreement entered into between two government agencies, or major organizational units within an agency, which specifies the goods to be furnished or tasks to be accomplished by one agency (the servicing agency) in support of the other (the requesting agency).

**Inter-Agency Strategic Planning Cell (ISPC):** A section in the Operations Branch of IEMA that is comprised of IEMA and other state agencies responsible for all planning functions in the agency.

**Joint Information Center (JIC):** A facility in which personnel coordinate incident-related public information activities. It serves as the central point of contact for all news media. Public information officials from all participating agencies co-locate at, or virtually coordinate through, the joint information center.

**Joint Information System (JIS):** A structure that integrates overarching incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations.

Lifeline: See "Community Lifeline."

**Lines of Effort (LOE):** The unity of purpose that centralizes multiple tasks and missions behind a desired effect.

Memorandums of Agreement (MOA): See Memorandum of Understanding (MOU).

**Memorandum of Understanding (MOU):** An agreement between two or more parties outlined in a formal document. It is not legally binding but signals the willingness of the parties to move forward with a contract.

**Mission Essential Functions (MEFs):** The essential functions directly related to accomplishing an organization's mission as set forth in statutory or executive charter. Generally, MEFs are unique to each organization.

**Multiagency Coordination Group (MAC Group):** A group, typically consisting of agency administrators or executives from organizations, or their designees, that provides policy guidance to incident personnel, supports resource prioritization and allocation, and enables decision making among elected and appointed officials and senior executives in other organizations, as well as those directly responsible for incident management. Can also be called the Policy Group.

**Multiagency Coordination Systems:** An overarching term for the NIMS Command and Coordination systems: ICS, EOCs, MAC Group/policy groups, and JISs.

National Incident Management System (NIMS): A systematic, proactive approach to guide all levels of government, nonprofits and the private sector to work together to prevent, protect against, mitigate, respond to and recover from the effects of incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS provides a consistent foundation for dealing with all incidents, ranging from daily occurrences to incidents requiring a coordinated federal response.

**National Response Framework (NRF):** A comprehensive, national, all-hazards approach to domestic incident response. It serves as a guide to enable responders at all levels of government and beyond to provide a unified national response to a disaster. It defines the key principles, roles and structures that organize the way United States jurisdictions plan and respond.

**Operational Security (OPSEC):** The implementation of procedures and activities to protect sensitive or classified operations involving sources and methods of intelligence collection, investigative techniques, tactical actions, counter-surveillance measures, counterintelligence methods, undercover officers, cooperating witnesses, and informants.

**Personal Protective Equipment (PPE):** Personal Protective Equipment includes items required by applicable Occupational Safety and Health Administration (OSHA) standards needed to enhance the operational safety of the firefighter.

**Planning Assumptions:** Parameters that are expected and used as a context, basis or requirement for developing response and recovery plans, processes and procedures. If a planning assumption is not valid for a specific incident's circumstances, the plan may not be adequate for response success. Alternate methods may be needed. For example, if a decontamination capability is based on the planning assumption that the facility is not within the zone of release, this assumption should be verified at the beginning of the response.

**Primary Mission Essential Functions (PMEFs):** Those Mission Essential Functions (MEFs) that must be continuously performed to support or implement the uninterrupted performance of NEFs.

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Public Information Officer (PIO):** A member of the ICS Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information needs.

**Resources:** Personnel, equipment, teams, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

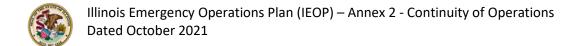
**Restoration:** Returning a physical structure, essential government or commercial services or a societal condition back to a former or normal state of use through repairs, rebuilding or reestablishment.

**Situation Report (SITREP):** Confirmed or verified information regarding the specific details relating to an incident. Span of Control: The number of subordinates for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals.

**Standard Operating Procedure (SOP):** A reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions in a uniform manner.

**State of Illinois Rapid Electronic Notification (SIREN):** Utilized to provide alert messages during normal day-to-day events; also can be utilized to provide health and medical information and updates during health and medical emergency events. Also see Health Alert Network (HAN).

**Succession:** A formal, sequential assumption of a position's authorities and responsibilities, to the extent not otherwise limited by law, by the holder of another specified position as identified in statute, executive order, or other presidential directive, or by relevant D/A policy, order or regulation if there is no applicable executive order, other presidential directive or statute in the event of a vacancy in office



or a position holder dies, resigns or is otherwise unable to perform the functions and duties of that pertinent position.

# XII. Attachments

A. None